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Operations Support

**AFWA PROGRAM OBJECTIVE
MEMORANDUM PROCESS**



COMPLIANCE WITH THIS PUBLICATION IS MANDATORY

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This Air Force Weather Agency Instruction (AFWAI) defines responsibilities for building the Program Objective Memorandum (POM) and explains the POM development process. This AFWAI implements Air Force Policy Directive (AFPD) 16-5, *Planning, Programming and Budgeting System*, and Air Force Instruction (AFI) 16-501, *Control and Documentation of Air Force Programs*. This instruction applies to all Headquarters Air Force Weather Agency (HQ AFWA), detachment and geographically separated unit (GSU) personnel. The reporting requirement in this publication is exempt from licensing in accordance with AFI 33-324, *The Information Collections and Reports Management Program: Controlling Internal, Public, and Interagency Air Force Information Collections*, para.2.11.7. Maintain and dispose of records created as a result of prescribed processes in accordance with Air Force Manual (AFMAN) 37-139, *Records Disposition Schedule* (will convert to AFMAN 33-324 Volume 4).

SUMMARY OF REVISIONS

This instruction has been revised to reflect changes initiated by Management Initiative Decision 913; recognizes creation of the HQ AFWA Program Analysis Branch (paragraph 3.2.); emphasizes capabilities based planning (paragraph 1.2.1.); added information to reflect new emphasis on execution of funds (paragraph 1.2.4.); replaced references to AFWA/XPX POM Analyst and XPS Program Control with Program Analysis Branch (paragraph 3.2.) and describes the new biennial cycle for POM development (paragraph 4.1.).

1. General.

1.1. The Air Force (AF) Planning, Programming, Budgeting, and Execution (PPBE) cycle is a subset of the Department of Defense (DoD) PPBE process, which seeks to provide the best mix of forces, equipment, and support attainable within fiscal constraints. The PPBE will be capabilities-based with Concepts of Operations (CONOPS) as the primary driver of capability requirements.

1.2. The PPBE cycle contains four overlapping phases:

1.2.1. Planning. During the planning phase, AF employs the Joint Capabilities Integration and Development System and incorporates Defense Planning Guidance, Joint Vision, Joint Operations Concepts, AF CONOPS into a capabilities-based strategy over the next 17 years, or three Future Years Defense Plans. The objective of that strategy is to develop capabilities-based planning products that ensure future air and space forces have the operational capabilities to fight and prevail anytime, anywhere. Capability gaps identified during capabilities-based planning are reviewed and prioritized by Capabilities Review and Risk Assessment (CRRAs). CRRAs are conducted to evaluate AF ability to employ capabilities and accomplish its mission when called upon as described by AF CONOPS.

1.2.2. Programming. During the programming phase, the DoD and AF translate strategies into programs by matching strategies with dollars and manpower. Objectives are reconciled with available resources through development of the 6-year POM.

1.2.3. Budgeting. Based on the POM, the budgeting phase refines the detailed costs and develops funding estimates to accomplish approved programs. The output of the budget phase becomes DoD's input to the President's budget.

1.2.4. Execution. Review of budget execution will provide the opportunity to assess current and previous resource allocations and their effectiveness in meeting planned performance goals. Where performance goals are not being met, recommendations should be sought for alternative solutions to achieve desired goals.

1.3. The AF develops programs to achieve DoD objectives established by the President and the Secretary of Defense. To further this process, the AF employs an approach designed to support the Total Force. AFPD 16-5 is the governing directive for AF PPBE. AFI 16-501 implements the programming portion of AFD 16-5.

1.4. As an AF Field Operating Agency, AFWA has lead command responsibility (AFI 10-901, *Lead Operating Command—Communications and Information Systems Management*) for securing the resources needed to provide centralized weather services and terrestrial and space environmental weather systems used by the AF, Army, Special Operations Forces, and other agencies as directed by the AF Chief of Staff. HQ AFWA secures those resources through interaction with the AF PPBE process and by development of the Air Force Weather (AFW) POM input in accordance with guidance from the AF Director of Weather as supported by recommendations from the AFW Requirements Oversight Council (AFWROC).

2. Staff Responsibilities.

2.1. The HQ AFWA staff and AFWA GSUs interface with the PPBE process through the program leads supporting the five AFW core processes of Data Collection, Analysis, Forecasting, Product Tailoring/Warfighter Applications, and Dissemination. HQ AFWA Communications and Information Directorate is responsible for developing long-haul communications program inputs to the PPBE in support of the core processes.

2.2. Long-term deficiencies and requirements beyond the POM horizon will be identified through a continuous effects-based, capabilities-focused AF review process. That process includes multiple activities: Functional Area Assessment (FAA), Functional Needs Analysis (FNA) Capability Objective Determination, CRRAs, and Functional Solution Analysis. Concurrent development of docu-

ments such as the Annual Planning and Programming Guidance, the AF Strategic Plan, and the Transformation Flight Plan, supports this review. AFW supports AF corporate planning by building an FAA and FNA, as needed, to facilitate review of weather capabilities to meet needs of the CRRRA. The AFWROC functions as the corporate review board to establish weather capabilities priorities resulting in the development of solutions and program execution at AFWA.

2.3. Solutions to long-term requirements are matched against available resources through development of AFW's portion of the AF POM. Recommendations for initiatives in the POM are presented at the recurring Program Requirements Reviews (PRRs) by lead command program managers, representatives from AFWA subordinate units, or System Program Office (SPO) program managers.

2.4. Annual Operations and Maintenance (i.e., 3400 funds) requirements are extracted from the POM and captured in the yearly construction of the HQ AFWA Financial Plan directed by the Budget Branch. Unanticipated funding requirements in the year of execution are brought by Resource Advisors to the HQ AFWA Financial Working Group and, as needed, to the HQ AFWA Council.

3. Program Requirements Review.

3.1. Recurring PRRs provide in-depth evaluation of current and future programmatic actions supporting AFW.

3.2. The PRR is chaired by the Deputy Director, Plans & Programs. The Program Element Monitor (PEM) for Program Element 35111F and the staff of the HQ AFWA Program Analysis Branch are other key participants. Presentations to the PRR are made by lead command program managers, representatives from AFWA subordinate units, SPO program managers, and action officers from HQ AFWA. The HQ AFWA Program Analysis Branch is responsible for organizing and hosting the PRR meeting.

3.3. Documentation presented at the PRR becomes the AFW Annual Program Plan. Documentation will include project description, status, schedule, funding, issues, and linkage to AF, Army, and other DoD capabilities. Format for information will be provided in the annual PRR tasking memorandum. This documentation will reside on the AFWA Intranet where lead command program managers and action officers will update it as required.

3.4. PRR documentation and subsequent management direction provide the foundation for building the AFW POM submission.

4. POM Input Development.

4.1. Biennial Cycle. In accordance with the Secretary of Defense Management Initiative Decision 913 of May 2003, the DOD and the AF will use a two-year, biennial budget cycle. The AF, and other components will develop a POM in the spring of even numbered years. In the off-years, the DOD will focus on budget execution and program performance. In the off-years there will be only limited changes introduced to the POM. Additionally, recent history indicates there will be mid-course budget reductions resulting from presidential or congressional actions. These budget reductions result in "cut-drills" as discussed below. The overlapping POM cycles are illustrated in the chart at [Attachment 2](#).

4.2. Building the POM:

4.2.1. P-Series Documents: Congress mandates all programs using Other Procurement funds (i.e., 3080 funds) provide detailed documentation of funds execution strategies. That documentation is provided in the P-Series documents. There are six P-Series documents required for the AFW POM. P-Series documents are prepared by the Program Analysis Branch with input from lead command program managers/action officer and SPO program managers. Tasking for the P-Series documents comes from the staff of the HQ AF Deputy Chief of Staff, Installations and Logistics.

4.2.1.1. The P-40 provides a narrative description of AFW programs and projects.

4.2.1.2. The P-5 provides a detailed cost breakout of each procurement project.

4.2.1.3. The P-5a provides detailed information on contracting methods.

4.2.1.4. The P-40 (Modifications) provides narrative descriptions of AFW modification projects.

4.2.1.5. The P-40A provides total cost data for each modification project.

4.2.1.6. The P-3A provides detailed cost and schedule information about each modification project.

4.2.2. R-Series Documents: Congress mandates all programs using Research, Development, Test and Evaluation funds (i.e., 3600 funds) provide detailed documentation of funds execution strategies, which is provided in the R-Series documents. R-Series documents are prepared by the Program Analysis Branch with input from lead command program managers/action officers and SPO program managers. Tasking for the R-Series documents comes from the staff of the Assistant Secretary of the AF for Acquisition.

4.2.3. New Programs: New programs, generally directed by HQ USAF, or additions to programs in the acquisition process can be added to the AFW POM via the initiatives or disconnects processes. Initiatives and disconnect program packages are developed by program leads and briefed to the PRR. If the new program needs attention outside the PRR cycle, it can be briefed directly to the AFWA Deputy Director, Plans & Programs and, if approved, taken to the HQ AFWA Council.

4.2.4. Initiatives: An initiative is a proposal for additional funds which either adds to an ongoing baseline program's content or is a new start. All initiatives must have a requirement validated by a Functional Area Plan or a Initial Capabilities Document [formerly Mission Need Statement], Capability Development Document or Capability Production Document [both formerly Operational Requirements Document], AF Information Management Tool (IMT) 3215, **IT/NSS Requirements Document**, or an approved AF IMT 1067, **Modification Proposal**.

4.2.5. Disconnects: A disconnect is that portion of a baseline program which has become unexecutable because of a mismatch between its resources and the content validated by the HQ USAF. Specific HQ USAF decisions to change the program content or pace are not candidates for disconnects.

4.3. Cut-Drills: Cut-drills are short notice, quick turnaround POM, or current year adjustments to investment funds directed by the Air Staff. The PEM for PE 35111 works these drills through the Program Analysis Branch with assistance from lead command program managers/action officers and SPO program managers.

5. IMTs adopted: AF IMT 1067, **Modification Proposal** and AF IMT 3215, **IT/NSS Requirements Document**.

JOHN M. LANICCI, Colonel, USAF
Commander

Attachment 1**GLOSSARY OF REFERENCES AND SUPPORTING INFORMATION*****References***

AFPD 16-5, *Planning, Programming, and Budgeting System*

AFI 16-501, *Control and Documentation of Air Force Programs*

AFI 10-901, *Lead Operating Command—Communications and Information Systems Management*

AFI 33-324, *The Information Collections and Reports Management Program: Controlling Internal, Public, and Interagency Air Force Information Collections*

AFMAN 37-139, *Records Disposition Schedule*

Abbreviations and Acronyms

AF—Air Force

AFI—Air Force Instruction

AFMAN—Air Force Manual

AFPD—Air Force Policy Directive

AFW—Air Force Weather

AFWA—Air Force Weather Agency

AFWAI—Air Force Weather Agency Instruction

AFWROC—Air Force Weather Requirements Oversight Council

CONOPS—Concept of Operations

CRRA—Capabilities Review and Risk Assessment

DoD—Department of Defense

FAA—Functional Area Assessment

FNA—Functional Needs Analysis

GSU—Geographically Separated Unit

HQ—Headquarters

IMT—Information Management Tool

PEM—Program Element Monitor

POM—Program Objective Memorandum

PPBE—Planning, Programming, Budgeting, and Execution

PRR—Program Requirements Review

SPO—System Program Office

Attachment 2

PLANNING, PROGRAMMING, BUDGETING, AND EXECUTION
OVERLAPPING CYCLES